

Message Text

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ACTION ACDA-12

INFO OCT-01 ISO-00 ACDE-00 CIAE-00 NSAE-00 NSCE-00
SSO-00 USIE-00 INRE-00 EUR-12 H-01 INR-10 IO-13
L-03 OIC-02 OMB-01 PA-01 PM-05 SP-02 SS-15
TRSE-00 NSC-05 /083 W
-----077131 011825Z /42

O 011753Z MAR 78
FM USMISSION USNATO
TO SECSTATE WASHDC IMMEDIATE 9667
SECDEF WASHDC IMMEDIATE
AMEMBASSY BONN
AMEMBASSY LONDON
USDEL MBFR VIENNA
USNMR SHAPE BE
USCINCEUR VAIHINGEN GER

S E C R E T SECTION 01 OF 02 USNATO 02131

E.O. 11652: GDS
TAGS: PARM, NATO, MBFR
SUBJECT: MBFR: WORKING GROUP STUDY OF AVERAGE MANNING
LEVELS

REF:A)STATE 48929 DTG 242303Z FEB 78, (B) USNATO 1789
DTG 221111Z FEB 78, (C) USNATO 1566 DTG 152104Z FEB 78

SUMMARY: MBFRWG AGAIN REACHED AD REF AGREEMENT ON TEXT
OF AVERAGE MANNING LEVEL (AML) STUDY ADOPTING
ESSENCE OF US PROPOSED REVISIONS. APPROVAL FROM
CAPITALS BY SILENCE PROCEDURE IS REQUESTED BY COB
FRIDAY, 3 MARCH. END SUMMARY.

1. AT 1 MARCH MEETING, MBFR WG REACHED AD REF AGREEMENT
ON AML DRAFT STUDY. FOLLOWING ARE SPECIFIC REVISIONS
KEYED TO REFS B AND C AS INDICATED:

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(A) PARA 8

-- WORKING GROUP ACCEPTED US SUGGESTION TO DELETE PHRASE
"...AND IS UNACCEPTABLE TO NATO FOR SECURITY REASONS".
PARA 8 NOW READS:

BEGIN TEXT:

ANY FORMULA WHICH WOULD PERMIT CALCULATION OF WAR MANNING LEVELS (WAR AUTHORIZED STRENGTH) IS MOST UNLIKELY TO BE ACCEPTABLE TO THE WARSAW PACT. IT MIGHT BE CONCLUDED, THEREFORE, THAT THE MOST PROBABLE FORMULA INTENDED BY THE EAST WOULD BE 7A ABOVE. HOWEVER, IT IS PREMATURE TO MAKE SUCH A CONCLUSION, AND BEFORE THIS FORMULA CAN BE PROPERLY ASSESSED, CONFIRMATION WILL BE REQUIRED FROM THE EAST AS TO WHETHER THE WARSAW PACT DIRECT PARTICIPANTS HAVE THE EQUIVALENT OF NATO'S PEACETIME AUTHORIZED STRENGTH. END TEXT.

(B) PARA 10

-- AT UK SUGGESTION, PARA WAS REVISED TO INCORPORATE BASIC POINT DROPPED FROM PARA 8 THAT A DATA EXCHANGE OF WAR AUTHORIZED STRENGTHS HAS PREJUDICIAL ASPECTS FOR NATO. PARA 10 (REF C) IS REVISED TO READ:

BEGIN TEXT: IT SEEMS LIKELY THAT, IN PRINCIPLE, AVERAGE MANNING LEVEL PERCENTAGES FOR EACH DIRECT PARTICIPANT WILL BE REQUIRED TO BE CALCULATED BY EXPRESSING ACTUAL STRENGTHS AS A PERCENTAGE OF AUTHORIZED STRENGTH. ANY DATA EXCHANGE FROM WHICH WAR AUTHORIZED STRENGTHS CAN BE DERIVED WOULD POSE SECURITY PROBLEMS FOR NATO. BUT, IN SECRET

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ANY EVENT, ACTUAL STRENGTHS WILL BE THE COMMON DENOMINATOR IN THE MANNING LEVEL EQUATION. END TEXT.

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(C) PARA 15

-- WG DISCUSSED AT SOME LENGTH THE DEGREE TO WHICH THE DISCREPANCY CAN BE EXPLAINED BY INTELLIGENCE ERROR AND THE UTILITY OF A PARAGRAPH ON NATO INTELLIGENCE ESTIMATES IN A STUDY ON AML. AS A COMPROMISE, TO REACH AGREEMENT ON A POINT WG PERCEIVED AS DISTRACTING FROM GENERAL ACCEPTANCE OF NATO INTELLIGENCE ESTIMATES, WG AGREED TO DROP FINAL SENTENCE "AS IT REPRESENTS THE BEST ESTIMATE... ONLY BY INTELLIGENCE ERROR". TEXT OF PARA 15 NOW READS:

BEGIN TEXT:

ALLIANCE ESTIMATES OF WARSAW PACT ACTUAL STRENGTH ARE CONTAINED IN MCM-86 AND ARE BASED ON A COLLATION AND ANALYSIS OF AVAILABLE INTELLIGENCE RELATING BOTH TO INDIVIDUAL UNITS AND TO THE FORCES AS A WHOLE. ALTHOUGH INFORMATION ON PEACETIME POSTURE IS TAKEN INTO

ACCOUNT IN THE PREPARATION OF MCM-86, THE FIGURES ARE THE BEST ESTIMATE OF THE ACTUAL STRENGTH OF EACH UNIT DESCRIBED. HOWEVER, THEY DO NOT REPRESENT AN ESTIMATE OF PEACETIME AUTHORIZED STRENGTH. THE INTELLIGENCE INFORMATION ON WHICH MCM-86 IS BASED IS COLLECTED BY NATO NATIONS OVER A PERIOD OF TIME. THE MCM DOES NOT PURPORT TO PORTRAY STRENGTHS ON ANY SPECIFIC DAY. IT IS, HOWEVER, A SOUNDLY BASED ASSESSMENT OF WARSAW PACT ACTUAL STRENGTH (FOR 1976 IN THE CASE OF MCM-76).
END TEXT.

(D) PARA 17

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-- DRAWING ON GUIDANCE PARA 3, REF A, AND STRESSING PARTICULARLY POINT PARA 3C, US REP URGED DELETION OF OPENING SENTENCES AND STATISTICAL CHART. WG ACCEPTED US POSITION AND PARA NOW READS:

BEGIN TEXT:

EVEN A SMALL DIFFERENCE IN PERCENTAGE MANNING LEVELS MAKES A LARGE DIFFERENCE IN MANPOWER TOTALS. A CHANGE IN THE MANNING LEVEL PERCENTAGE ON THE ORDER OF FIVE PERCENT WOULD CHANGE THE CALCULATION OF (RELEVANT) MANPOWER FIGURES BY ABOUT 40-50,000 MEN. THIS WOULD BE

ACCURATE FOR ALMOST ANY CALCULATION ONE WANTED TO MAKE FROM 800,000 TO ONE MILLION AND IS VALID WHETHER THE DEFINITION OF AVERAGE MANNING LEVEL IS IN TERMS OF PERCENTAGE OF PEACETIME AUTHORIZED OR WARTIME AUTHORIZED LEVELS. END TEXT.

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(E) PARA 20

-- FINAL SENTENCE TO PARA WAS SUGGESTED BY FRG REP TO PROVIDE ADDITIONAL BASIS FOR THE EASTERN MOTIVE FOR AML EXCHANGE SUGGESTED PARA 23 (E). OPENING SENTENCE WAS REVISED AT THE REQUEST OF SHAPE REP.

BEGIN TEXT:

PROVISION OF AVERAGE MANNING LEVELS FOR ALLIED FORCES, IN AGGREGATE OR NATIONALLY, WOULD PROBABLY NOT ADD TO THE KNOWLEDGE HELD BY THE EAST. MOST ALLIED COUNTRIES PUBLISH OPENLY AND ANNUALLY AUTHORIZED STRENGTHS, OR PLANNED STRENGTHS, WHICH ARE TO ALL INTENTS AND PURPOSES THE SAME THING. THE WARSAW PACT COUNTRIES COULD THEREFORE MAKE THEIR OWN ATTEMPT AT A CALCULATION IN BROAD TERMS OF AVERAGE MANNING PERCENTAGES FOR ALLIED FORCES IN THE REDUCTIONS AREA BY RELATING DECLARED ACTUAL STRENGTHS TO PUBLISHED AUTHORIZED STRENGTHS. IT MUST BE RECOGNIZED, HOWEVER, THAT A HIGH MANNING LEVEL OF NATO COUNTRIES COULD BE EXPLOITED BY THE EAST. END TEXT.

(F) PARA 24 E

REFLECTING CHANGES IN PARA 15, THE SUB PARA WAS REVISED TO READ

BEGIN TEXT:

NATO'S ASSESSMENT OF WARSAW PACT STRENGTHS ARE SOUNDLY BASED. ON THE INFORMATION AVAILABLE, AN EXCHANGE OF AVERAGE MANNING LEVEL PERCENTAGES IS UNLIKELY TO BE HELPFUL

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TO THE ALLIES IN LOCATING AND QUANTIFYING THE DISCREPANCY. END TEXT.

(G) PARA 24H

AT UK REP'S SUGGESTION, A NEW SUBPARA WAS ADDED TO
REFLECT THE POINTS MADE IN PARA 23E.

BEGIN TEXT: IF AN EXCHANGE REVEALED HIGHER MANNING LEVELS
FOR NATO AS COMPARED WITH THE WARSAW PACT, THE EAST
COULD EXPLOIT IT BY CONFUSING MANNING LEVELS WITH STATES
OF READINESS. END TEXT.

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2. WG HAS REACHED AGREEMENT ON AML TEXT. CONCURRENCE BY
CAPITALS IS REQUESTED BY THE SILENCE PROCEDURE BY COB
FRIDAY 3 MARCH. GLITMAN

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Message Attributes

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Copy: SINGLE
Draft Date: 01 mar 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
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Disposition History: n/a
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